

5.13 Public Services

This analysis focuses on substantial adverse impacts on police protection, fire protection and emergency services, education, libraries, medical facilities and community centers associated with the adoption and implementation of the proposed General Plan, adoption and implementation of the revised Zoning Code and Subdivision Code, and adoption and implementation of the Magnolia Specific Plan, as these actions have the potential to affect public services. The Citywide Design Guidelines address site planning, building design and community aesthetics. Implementation of these Guidelines may have a potentially beneficial impact on public service provision in that building addresses and locations will be easier to locate and access. The Guidelines also implement “Community Protection through Environmental Design” measures that are designed to reduce the need for certain protective public services. However, as the Guidelines are not anticipated to create any adverse environmental impacts to the provision of public services, there is no further analysis of them in this section.

Figure 5-29, referred to throughout this section, shows the location of existing and planned public service facilities within the Planning Area.

Police Protection

Environmental Setting

The City of Riverside Police Department (RPD) operates from four major facilities to deliver services to community residents. The headquarters building (4102 Orange Street) serves as the Department’s administrative center, housing the office of the Chief of Police, the Administrative Division (personnel and training), the Records Bureau, the Communications Bureau, the Emergency Operations Center (EOC) and a portion of the Traffic Services. General and Special Investigations offices are located at 1425 Spruce Street in the Eastside neighborhood. The aviation building is adjacent to Riverside Municipal Airport at 7020 Central Avenue. The Field Operations Division at 8181 Lincoln Avenue is the center of operations for Uniformed Patrol and Traffic Services. The RPD currently employs 356 sworn officers and 212 civilian personnel.

Additional police facilities are located throughout the City. The University Neighborhood Enhancement Team (UNET) building at 1201 University Avenue houses a cooperative program between the Police Department and the University of California, Riverside (UCR) Police Department. The RPD’s Internal Affairs office is located at 3400 Central Avenue, and the Crime Free Multi-Housing program office is at 6900 Brockton Avenue. Limited police services are also available at any of the seven storefront facilities located throughout the City. These sites include: 3936 Chestnut Street, 2060 University Avenue, 341 E. Alessandro Boulevard, 8636 California Avenue, 9000 Arlington Avenue, Suite 112, 1102 Galleria at Tyler and 10530 Magnolia Avenue.

The Field Operations Division is the largest division of the RPD. The Field Operations Division provides first response to all emergencies, performs preliminary investigations and provides basic patrol services to the City of Riverside. The RPD divides the City into 133 Reporting Districts, grouped into four neighborhood policing centers. Each of the four areas is assigned a lieutenant to oversee the day-to-day policing needs of the community.

At present, the City of Riverside's police officers rotate through assignments rather than stay within one area.

Incoming calls requesting police services are divided by urgency. Priority One calls are typically of a life-threatening nature, such as a robbery in process or an accident involving bodily injury. Police officers strive to respond within seven minutes to Priority One calls. Officers will respond to Priority Two calls, which are less urgent, within 12 minutes. These types of calls are not life-threatening and include such incidents as burglary, petty theft, shoplifting, etc.

The RPD seeks a balance between proactive crime reduction efforts and effort to respond to immediate needs. In addition to responding to incoming calls, RPD policy encourages patrol officers to spend 40 percent of their time in the field on officer-initiated community problem solving activities.

The RPD Accident Investigation Unit (AIU) conducts follow-up investigations on all major injury, fatal and hit-and-run traffic accidents occurring within the City. The AIU includes the Major Accident Investigation Team (MAIT), consisting of officers with extensive experience and training in investigating serious injury and fatal traffic accidents.

The City has reconsidered the RPD's centralized form of organization, and the Department has implemented a decentralized, neighborhood policing center model in an effort to provide more equitable and responsive services across the current and future City. With major police facilities currently concentrated in the City's north and east, southern and western areas are not as accessible by officers, which can be critical in emergency situations. The neighborhood policing center model will assign officers to certain districts of the City, enabling officers to gain a better understanding of that segment of the community and for the community to become more familiar with the officers assigned to them. Toward this end, the Police Department plans to create four precinct offices over the next two decades.¹

Police protection services in the Sphere of Influence areas are provided by the Riverside County Sheriff's Department.

Thresholds for Determining Level of Impact

Implementation of the Project will result in a significant impact if growth and development associated with the Project will create a significant demand for new police services and/or result in the need for the provision of new or physically altered government facilities will be

¹ Jackson, Michele. Sergeant. Pers. Comm. Riverside Police Department. September 7, 2004.

necessary to maintain acceptable police service levels, the construction of which will result in substantial adverse physical impacts.

Environmental Impacts

Development pursuant to Project policies and regulatory standards will result in the addition of up to 38,100 dwelling units and 39.6 million square feet of non-residential construction over the 20-year horizon of the General Plan. Due to the total projected population of 376,254 people at buildout of the Project, the RPD will need additional officers to serve the community. With the increase in population and new development, additional police services, and new or expanded facilities will be required to provide acceptable service levels. As portions of Riverside's sphere of influence are annexed to the City, demands upon the RPD will increase. As this is a first-tier, program EIR, CEQA analysis of the construction or expansion of new facilities may be properly deferred until actual plans for such facilities are proposed. Since detailed plans for new or expanded police facilities have not been and are not herein proposed, mitigation for such future projects is speculative at the programmatic level of analysis.

The RPD does not use a formula for number of officers per capita. Staffing for the Department is based on the business and residential growth and evaluated on a project-by-project basis. Residential staffing is based on dwellings per development and business staffing is based on square footage of the business, type of business and type of police service required. As a result of these criteria, the RPD's staffing projections through 2025 are 110 additional sworn officers and 55 additional non-sworn personnel above present levels.

The draft General Plan (Public Safety Element) includes the following objectives and policies, the adherence to which could result in the need for additional police facilities with potential to cause environmental impacts:

Objective PS-7: Provide high-quality police services to all residents and businesses in Riverside.

Policy PS-7.2: Support the transition of the Riverside Police Department from a centralized agency to one built around precincts as a means of providing more rapid, equitable and proactive community policing services.

Policy PS-7.5: Endeavor to provide minimum response times of seven minutes on all Priority 1 calls and twelve minutes on all Priority 2 calls.

Notably the Public Safety Element also includes policies which will reduce the demand for police services and new and/or expanded police facilities:

Policy PS-7.3: Coordinate police services with college and university campus police forces and private security forces.

Policy PS-7.4: Coordinate with the Riverside County Sheriff in its efforts to provide law enforcement services within sphere of influence areas.

Policy PS-7.6: Empower police, public safety personnel and residents to develop innovative methods to reduce or prevent crime.

If new police service facilities are required to be constructed to meet these needs, and to implement any precinct-based program the City may put in place, Zoning Code regulations require that such public facilities be subject to conditional use permit review. Such review triggers CEQA review. Thus, each individual facility will be reviewed at the project level and appropriate mitigation applied to avoid any associated impact at the local level. New police facilities and services are funded through the City's General Fund.

The General Plan discusses how opportunities for crime can be reduced through good architectural and environmental design. Developments that promote natural surveillance, reduce "hiding" places, and otherwise promote "defensible space" can minimize criminal activity. By emphasizing implementation of Crime Prevention through Environmental Design (CPTED) principles, the Project's impact on police services will be lessened. The General Plan includes the following objective and policies emphasizing CPTED principles:

Objective PS-8: Improve community safety and reduce opportunities for criminal activity through appropriate physical design.

Policy PS-8.1: Maximize natural surveillance through physical design features in all new development through physical design feature that promote visibility.

Policy PS-8.2: Promote land use and design policies and regulations which encourage a mixture of compatible land uses to promote and increase the safety of public use areas and of pedestrian travel.

Policy PS-8.3: Involve the Police Department in the development review process of public areas relative to building and site plan vulnerabilities to criminal activities.

Policy PS-8.4: Coordinate efforts between the Police and Planning and Building Departments to develop guidelines for implementation of CPTED-related issues.

Objective PS-10: Improve the community's ability to respond effectively to emergencies.

Policy PS-10.1: Ensure that Police and Fire service facilities are strategically located to meet the needs of all areas of the City.

Policy PS-10.3: Ensure that public safety infrastructure and staff resources keep pace with new development planned or proposed in Riverside and the sphere of influence.

Policy PS-10.6: Improve communications between public safety agencies and other City departments, particularly with regard to new development or annexation areas.

Policy PS-10.7: Encourage the development of financial programs to improve emergency response services.

Policy PS-10.9: Maintain a safe and secure, technologically advanced Emergency Operations Center allowing for room to expand as the City grows.

The policies listed above will significantly lessen impacts directly related to the Project. Individual development proposals will continue to comply with existing City standards and practices regarding review of adequacy of police services. These standards and practices include:

- Implement CEQA to assess potential public safety impacts associated with new development. Evaluate potential impacts related to seismic hazards, flooding hazards, hazardous materials, ground and air transportation hazards, fire hazards, crime activity, and emergency preparedness. Implement CEQA in the review of any proposals for new or expanded police facilities.
- Monitor demand for police services and consider the implementation of a development impact fee to cover the cost of police service expansion triggered by new development.

The combined effect of Project policies and City practices will reduce programmatic level impacts on police services to less than significant levels. Nevertheless, mitigation measures are required to address increased demand for police service facilities over the 20-year time frame of the General Plan.

Mitigation Measures

The following mitigation measures are required to mitigate any impacts associated with the construction of new police facilities needed to provide adequate police services in the future:

PS-1 As part of the annual budgeting process, the City will assess the need for additional sworn and non-sworn police officers to provide protection services consistent with established City service levels and commensurate increases in population, and to provide adequate facilities to house those officers. Any and all facilities will be subject to CEQA review, with mitigation measure applied at the site-specific level to address impacts.

PS-2 The City will review development proposals for sensitivity to Crime Prevention through Environmental Design (CPTED) principles. Design features will be required that employ adequate lighting for public areas.

Level of Impact after Mitigation

With adherence to and implementation of the above General Plan policies, City practices, and mitigation measures, impact on police services and facilities will be less than significant at the programmatic level.

Fire Protection and Emergency Services

Environmental Setting

The City of Riverside Fire Department (RFD) takes proactive and preventative measures to provide fire suppression and emergency response services for all private, institutional and public facilities within the City. The five divisions of the Fire Department consist of Administration, Prevention, Operations, Planning, and Training. The Department's major facilities include 13 fire stations located throughout the City, administration/prevention offices and a training center. Major facility locations are shown in **Figure 5-29**. In addition to these stations, the Riverside County Fire Department provides service to portions of the City of Riverside as well as unincorporated territory within the City's Sphere of Influence.

The RFD has a mutual aid agreement with the Riverside County Fire Department. County services are provided through the City of Moreno Valley, which contracts with Riverside County for its own fire protection services.²

The RFD's Operations Division responds to more than 25,000 calls for service annually. The average time for on-site response to fire calls is 6 minutes, 15 seconds. The Fire Department arrives within 7 minutes of dispatch over 70 percent of the time, remarkable for a City of Riverside's great geographic size, but slower than the 5-minute response time that is generally preferred by fire officials. Delivering and maintaining such a high level of service in the future is a major concern to the RFD.

For purposes of underwriting fire insurance, communities are classified with respect to their fire defenses and physical characteristics. These classifications are referred to as ISO (Insurance Services Office) ratings and range on a scale of 1 to 10. ISO rating 1 represents the highest level of fire protection, and ISO rating 10 represents the lowest level of protection. A community's ISO rating takes into account water supply, fire department capabilities, communities, regulations, hazards and climate. The availability of an adequate water supply and delivery system is a major consideration. The City of Riverside Fire Department has an ISO rating of 2 as of September 2004.³

The City's Fire Department's goal is to maintain a 5-minute response time for the first due units 80% of the time. The first due unit is capable of advancing the first line for fire control,

² Austin, David. Deputy Chief – Operations. Pers. Comm. City of Riverside Fire Department. September 2, 2004.

³ Ibid.

initiating rescue, or providing basic life support for medical incidents. Additionally, the City's Fire Department policy states that units will be located and staffed such, that an effective response force of 4 units with 12 personnel minimum shall be available to all areas of the City within a maximum of 10 minutes (total response time) for 80% of all structure fires.⁴

Thresholds for Determining Level of Impact

For the purpose of this EIR, a significant impact will occur if implementation of the Project will result in significant new demand for fire/emergency services and/or substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for fire protection and emergency services.

Environmental Impacts

Development pursuant to Project policies and regulatory standards will result in the addition of up to 38,100 dwelling units and 39.6 million square feet of non-residential construction over the 20-year horizon of the General Plan. This development and population generated by the proposed land uses will increase demand for fire stations, personnel and equipment over time, potentially resulting in the need to provide new or expanded facilities in order to maintain an acceptable level of service. No new or expanded facilities are proposed as part of the Project, but can be reasonably anticipated over the 20 year horizon of the Project. As this is a first-tier, program EIR, CEQA analysis of the construction or expansion of fire/emergency facilities may be properly deferred until actual plans for such facilities are proposed. Since such plans have not been proposed, mitigation for any such facilities is speculative at the programmatic level of analysis. The City's Fire Department will continually assess the need for additional fire and emergency service resources and facilities as development pursuant to the Project proceeds through horizon year 2025.

The level of hazard to life and property is affected not only by a fire in itself but also by road access for evacuation, the number of available firefighters, vegetation clearance around property, availability of water and water pressure, and the effectiveness of building codes and inspection of developments in areas of higher fire hazard.

The proposed General Plan includes the following objectives and policies, the adherence to which could result in the need for additional fire and emergency medical facilities with potential to cause environmental impacts:

⁴ Ibid.

Objective PS-6: Protect property in urbanized and non-urbanized areas from fire hazards.

Policy PS-6.1: Ensure that sufficient fire stations, personnel and equipment are provided to meet the needs of the community as it grows in size and population.

Policy PS-6.2: Endeavor to meet/maintain a response time of five minutes for Riverside's urbanized areas.

Policy PS-6.3: Integrate fire safety considerations in the planning process.

Objective PS-10: Improve the community's ability to respond effectively to emergencies.

Policy PS-10.1: Ensure that Police and Fire service facilities are strategically located to meet the needs of all areas of the City.

Policy PS-10.3: Ensure that public safety infrastructure and staff resources keep pace with new development planned or proposed in Riverside and the sphere of influence.

Policy PS-10.4: Continue to ensure that each development or neighborhood in the City has adequate emergency ingress and egress, and review neighborhood access needs to solve problems, if possible.

Policy PS-10.6: Improve communications between public safety agencies and other City departments, particularly with regard to new development or annexation areas.

Policy PS-10.7: Encourage the development of financial programs to improve emergency response services.

Policy PS-10.9: Maintain a safe and secure, technologically advanced Emergency Operations Center allowing for room to expand as the City grows.

However, the General Plan also includes the following policies, the adherence to which will result in less demand for fire and emergency services:

Policy PS-6.4: Evaluate all new development to be located in or adjacent to wildland areas to assess its vulnerability to fire and its potential as a source of fire.

Policy PS-6.5: Mitigate existing fire hazards related to urban development or patterns of urban development as they are identified and as resources permit.

Policy PS-6.6: Continue to implement stringent brush-clearance requirements in areas subject to wildland fire hazards.

Policy PS-6.7: Continue to involve the City Fire Department in the review development process.

Policy PS-6.8: Pursue strategies that maintain and improve the City's Class 2 ISO rating.

Policy PS-6.9: Provide outreach and education to the community regarding fire safety and prevention.

Policy PS-6.10: Identify noncontiguous streets and other barriers to rapid response and pursue measures to eliminate the barriers.

The policies listed above will reduce most impacts directly related to the Project below a level of significance. Individual development proposals will continue to comply with existing City standards and practices regarding review of adequacy of fire protection and emergency services. These standards and practices include:

- Implement CEQA to assess potential public safety impacts associated with new development. Assess future development projects' potential for wildfire impacts in previously rural areas with the potential to impact urban areas. Evaluate potential impacts related to seismic hazards, flooding hazards, hazardous materials, ground and air transportation hazards, fire hazards, crime activity, and emergency preparedness.
- Apply the Uniform Fire Code to all new development proposed.
- Monitor demand for fire protection and emergency services and consider the implementation of a development impact fee to cover the cost of expanding fire/emergency services related to new development.

The combined effect of Project policies and City practices will reduce programmatic level impacts on fire protection and emergency services to less than significant levels. Nevertheless, mitigation is required to address increased demand for fire protection and emergency services over the 20-year time frame of the General Plan.

Mitigation Measures

The following mitigation measure is required to mitigate any impacts associated with the construction of new fire protection facilities needed to provide adequate fire protection and emergency services in the future:

- PS-3 As part of the annual budgeting process, the City will assess the need for additional fire service and emergency personnel to provide protection services consistent with established City service levels and commensurate increases in population. Funding for new Fire Department facilities has been approved through recent local approval of a bond measure. Other funding typically comes from the City's General Fund. Any and all facilities will be subject to CEQA review, with mitigation measure applied at the site-specific level to address impacts.

Level of Impact after Mitigation

With adherence to and implementation of the above General Plan policies, City practices, and the mitigation measure, the impact on fire protection and emergency services will be less than significant at the programmatic level.

Over the long term, implementation of the Project may require new fire stations or the expansion of fire stations at some time in the future as development and population demands the increase in service. The specific environmental impact of constructing new and/or expanded fire protection and emergency service facilities in the Planning Area cannot be determined at this programmatic level of analysis because no specific projects nor any locations are proposed. However, like the development of other uses allowed under the Project, development and operation of public facilities, such as a fire station, may result in potentially significant impacts that will be evaluated and addressed on a case-by-case basis as specific projects are proposed.

Education

Environmental Setting

The City of Riverside residents are served by two public school districts: the Riverside Unified School District and the Alvord Unified School District. Locations of schools within the Planning Area are identified on **Figure 5-29**, and **Figure 5-30** depicts the service area boundaries of each district.

Riverside Unified School District (RUSD)

The Riverside Unified School District (RUSD) is the fourteenth largest school district in California. In 2003, the District enrolled slightly more than 40,000 students in kindergarten through twelfth grade. RUSD serves a 92-square mile area, including most of the City of Riverside, as well as the Highgrove and Woodcrest areas in the City's southern Sphere of Influence.

The District's 43 schools include 28 elementary, one special education pre-school, 6 middle schools (grades 7-8), 5 comprehensive high schools (grades 9-12), 2 continuation high schools and one adult alternative education school. RUSD is also a major employer in the City, with roughly 3,600 staff in 2003.

In 2003, the District found that the rapid growth the City of Riverside experienced had put District schools at capacity. During the 2003-04 school year, 17 of the District's 30 elementary schools, 4 of the 5 middle schools, and 5 of the 6 high schools operated with enrollments exceeding capacity (**Table 5.13-1**). Elementary enrollment exceeded capacity by 140 students, while middle school capacity was exceeded by 1,103, and high schools

Figure 5-29 Community Facilities (11x17 use LU-7 color)

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Figure 5-30
School District Boundaries (11x17 color)

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**Table 5.13-1
Riverside Unified School District Schools
Serving Riverside**

School	Enrollment (2003/04)	Capacity
<i>Elementary School</i>	21,827	21,687
Adams (8362 Colorado Ave.)	622	602
Alcott (2433 Central Ave)	822	752
Bryant (4324 3rd St, Riverside)	408	500
Castle View (6201 Shaker Dr)	591	618
Emerson (4660 Ottawa Ave)	517	552
Franklin (19661 Orange Terrace Pky)	1014	976
Fremont (1925 N Orange St)	1054	952
Grant (4011 14th St)	333	377
Harrison (2901 Harrison St)	803	777
Hawthorne (9174 Indiana Ave)	621	695
Highgrove (690 Center St)	775	852
Highland (700 Highlander Dr)	881	820
Hyatt (4466 Mt Vernon Ave)	345	475
Jackson (4585 Jackson St)	944	801
Jefferson (4285 Jefferson St)	1025	1011
Kennedy (19125 School House Ln)	991	852
Lake Mathews (12252 Blackburn Rd)	497	875
Liberty (9631 Hayes St)	853	727
Longfellow (3610 Eucalyptus Ave)	902	811
Madison (3635 Madison St)	802	743
Magnolia (3975 Maplewood Pl)	642	725
Monroe (8535 Garfield St)	750	768
Mt. View (6180 Streeter Ave)	948	927
Pachappa (6200 Riverside Ave)	767	827
Rivera (0440 Red Poppy Ln)	902	702
Sunshine ¹ (9390 California Ave)	250	91
Taft (959 Mission Grove Parkway N)	871	802
Victoria (2910 Arlington Ave)	630	668
Washington (2760 Jane St)	759	759
Woodcrest (16940 Krameria Ave)	508	650
<i>Middle School</i>	6,782	5,679
Central (4795 Magnolia Ave)	817	657
Chemawa (8830 Magnolia Ave)	1,300	828
Earhart (20202 Aptos St)	1,533	1161
Gage (6400 Lincoln Ave)	1,153	1044
Sierra (4950 Central Ave)	1,018	1053
University Heights (1155 Massachusetts)	961	936
<i>High School</i>	11,837	10,496
Arlington (2951 Jackson St)	2,129	1836
King (9301 Wood Rd)	2,593	2727
North (1550 3rd St)	2,347	1928
Poly (5450 Victoria Ave)	2,531	1996
Ramona (7675 Magnolia Avenue)	1,928	1712
Lincoln ² (4341 Victoria Ave)	309	297
District Total	40,446	37,862

¹Special Needs Students.

²Continuing Education

Source: Riverside Unified School District, 2003/04.

were overenrolled by 1,341 students. Overall, RUSD schools educated 2,584 more students than the facilities were designed to handle.⁵

Alvord Unified School District (AUSD)

The Alvord Unified School District serves the western portion of the City of Riverside and a small portion of the east end of the City of Corona. During the 2003-04 school year, AUSD served over 19,000 students and employed more than 900 teachers and other certificated personnel, as well as approximately 500 classified and non-teaching support staff.

AUSD operates 12 year-round elementary schools, 4 traditional middle schools, 2 comprehensive high schools, and one alternative/continuation high school (**Table 5.13-2**). AUSD anticipates a new teacher-training learning center that will open near La Sierra University in 2005. The school would include a child day care and early childhood development program in a partnership among Alvord Unified School District, Riverside Community College, La Sierra University, UCR and California State University of San Bernardino. Plans for the learning center call for an elementary school that will enroll about 1,000 of Alvord's kindergartners through fifth-graders.

With the exception of one school (Villegas Middle School), Alvord Unified School District school capacity currently exceeds enrollment for schools serving the Planning Area.⁶

Table 5.13-2
Alvord Unified School District Schools Serving Riverside

School	Enrollment (Nov. 2003)	Capacity
<i>Elementary Schools</i>	9,504	10,951
Arlanza (5891 Rutland St.)	742	793
Collett (10850 Collett Ave.)	742	869
Foothill (8230 Wells Ave.)	792	802
La Granada (10346 Keller Ave.)	661	701
McAuliffe (4100 Golden Ave.)	972	1,197
Myra Linn (10435 Branigan Way)	687	869
Orrenmaa (3350 Fillmore St.)	879	1,002
Promenade (550 Hamilton)	1,069	1,220
Rosemary Kennedy (6411 Mitchell Ave)	832	936
Terrance (6601 Rutland Ave)	907	1,005
Twinhill (11000 Campbell Ave)	621	756
Valley View (11750 Gramercy Place)	600	801
<i>Middle Schools</i>	4,761	5,053
Arizona (11045 Arizona Ave)	1,198	1,203
Loma Vista (11050 Arlington Ave)	1,133	1,203
Villegas (3754 Harvill Lane)	1,390	1,353
Wells (10000 Wells Ave)	1,040	1,294
<i>High Schools</i>	5,203	6,198
Alvord (alternative) (3606 Pierce St)	144	255
La Sierra (4145 La Sierra Ave)	2,810	3,265
Norte Vista (6585 Crest Ave)	2,249	2,678
District Total	19,483	22,202

Source: Alvord Unified School District.

⁵ Dixon, Janet. Director of Planning and Development, Riverside Unified School District. Electronic communication to Rick Brady, Cotton/Bridges/Associates. February 20, 2004.

⁶ Calhoun, Sheryl. Facilities Planning Secretary/Technician, Alvord Unified School District. Facsimile to Rick Brady, Cotton/Bridges/Associates. April 13, 2004.

Threshold for Determining Level of Impact

Implementation of the Project will result in a significant impact if the provision of new or physically altered government facilities will be necessary to maintain acceptable service ratios or other performance objectives for public schools, the construction of which will result in substantial adverse physical impacts.

Environmental Impacts

Development pursuant to Project policies and regulatory standards will result in the addition of up to 38,100 dwelling units and 39.6 million square feet of non-residential construction over the 20-year horizon of the General Plan. With the projected increase in population and new development, new or expanded education facilities will be required to adequately accommodate new students. This is a potentially significant impact.

Because two school districts serve the City of Riverside Planning Area, determining the precise impact on each of the district schools resulting from the Project is not possible at the programmatic level. However, Table 5.13-3 indicates that the Project could generate approximately 27,000 new students through buildout who will attend either Riverside or Alvord Unified School District schools. When analyzed by education level, the Project will result in approximately 14,000 new elementary school students, 4,000 middle school students, and 8,000 high school students over the 20-year buildout period of the General Plan.

**Table 5.13-3
Student Generation by
Education Level**

Education Level			
Education Level	Generation Factor	Potential New Dwelling Units Under Plan	Students Generated
Elementary	0.38	38,100	14,478
Middle	0.11		4,191
High	0.21		8,001
Overall	0.70		26,670
Source: Cotton/Bridges/Associates adapted from the Riverside Unified School District School Facility Needs Analysis, May 1, 2003.			

Funding of school facilities has been affected by Senate Bill 50 (SB 50), also known as Proposition 1A, codified in California Government Code Section 65995. The law limits the amount of impact fees and site dedication that school districts can require of developers to off-set the impact of new development on the school system. SB 50 provided three ways to determine funding levels for school districts. The default method allows school districts to levy development fees to support school construction necessitated by that development and receive a 50% match from State bond money. While the City acknowledges that

development pursuant to the Project will result in increased need for school facilities, the City is precluded per SB 50 to consider this a significant impact for the purposes of CEQA.

Riverside Unified School District (RUSD)

RUSD schools presently have student enrollments that exceed capacity at most of its schools. To meet the needs of the projected student population, RUSD will require construction of several new school sites and improvements at existing facilities. RUSD anticipates the need for new facilities will be greatest in the Downtown and Eastside areas and outlying developing neighborhoods. As Downtown matures into a vibrant mixed-use urban center, the area will support more urban-type schools that themselves could incorporate a beneficial mix of uses. Opportunities include community facilities, commercial development, and recreational facilities.

The Alta Cresta area represents a key growth area where RUSD planners have identified a critical need for new elementary and middle schools. Importantly, the timing of new housing development and annexations must be coordinated with school development to ensure all students receive quality educations in adequate school facilities. To minimize costs of planning and development, the City will work proactively with RUSD to identify school sites where infrastructure and transportation corridors already are planned and funded.

Alvord Unified School District (AUSD)

Although AUSD has overall capacity for over 2,700 additional students, many schools are at or nearing capacity. Remaining capacity at the District's middle schools is of the greatest short-term concern, while new and/or expanded and renovated schools will be required to meet long-term student population projections. In addition, many of the existing schools are in older neighborhoods, where little vacant land is available for expansion.

In addition to SB 50 the updated General Plan Education and Land Use Elements include a variety of objectives and policies that address education issues and impacts to public schools within the Planning Area.

Objective ED-1: Accommodate the growth of all educational facilities.

- Policy ED-1.1 Provide an adequate level of infrastructure and services to accommodate campus growth at all educational levels.
- Policy ED-1.2: Work with the school districts to locate school sites where infrastructure already exists to minimize costs to the various districts in new school construction.
- Policy ED-1.3: Include school district staff in the review of annexation proposals to guide campus site selection and desirable design elements.
- Policy ED-1.4: Streamline the permitting process for educational facilities as practicable.

Objective LU-8: Emphasize smart growth principles through all steps of the land development process.

Policy LU-8.1: Ensure well-planned infill development Citywide, allow for increased density in selected areas along established transportation corridors.

The policies listed above will significantly lessen impacts directly related to the Project. Individual development proposals will continue to comply with existing City standards and practices regarding review of adequacy of educational facilities. These standards and practices include:

- Use the CEQA review process to evaluate impacts of future development on local schools. SB 50 limits the amount of impact fees and site dedication that school districts can require of developers to off-set the impact of new development on the school system.
- Ensure the payment of SB 50 school impact fees by project proponents as necessary.

Proposition 1A (SB 50) states that for CEQA purposes, payment of fees to the affected school district in accordance with the section reduces school facilities impacts to a less than significant level. Therefore, no further mitigation is required.

Both the RUSD and AUSD have identified the need to expand existing and/or construct new educational facilities. The only specific project currently proposed within the Planning Area is AUSD's new teacher-training learning center that will open near La Sierra University in 2005. The construction of this and other public school facilities necessary to meet the additional demand on schools resulting from implementation of the Project may result in environmental impacts that will be assessed in project-specific CEQA review.

Mitigation Measures

No mitigation beyond the payment of school fees is required by CEQA.

Level of Impact after Mitigation

Compliance with existing State law mitigates impact to a level considered less than significant.

Libraries

Environmental Setting

The City of Riverside Public Library system has nearly 500,000 books, videotapes, sound recordings, magazine subscriptions and other resources. Current library branch locations are identified in **Figure 5-29**.

Main Library: The City of Riverside Main Library, completed in 1965, encompasses approximately 61,000 square feet and was designed to hold 300,000 items. Today it holds more than 1.5 times that number. Visitors can browse the traditional collections or access collections via the Internet on the many available work stations. The Main Library also hosts performances in its recital hall and has facilities for other community meetings.

Arlington Neighborhood Library: The historic Arlington Neighborhood Library built in 1909, is a 4,000-square-foot facility that serves neighborhoods along Magnolia Avenue on the west side of town. In response to a growing population and increased demand, the City has identified a real need to expand and/or relocate library services within the Arlington neighborhood.

Casa Blanca Family Learning Center: The Casa Blanca Family Learning Center is a 10,000 square-foot library that serves this historically Hispanic community with books and other materials in English and Spanish. This branch holds over 43,000 books, videotapes, and compact discs, and has the largest Spanish language collection with approximately 7,000 volumes. The community meeting room provides a location for educational and cultural programs, and a computer training room is used for classes taught by Riverside Community College instructors.

Marcy Branch: The Marcy Branch is a 4,200-square-foot facility providing local library services to central City of Riverside. In addition to books and related collections, the library includes public access computer workstations.

La Sierra Neighborhood Library: The La Sierra Neighborhood Library, expanded in 2002 to create 11,000 square feet of space, offers traditional library resources and community meeting rooms.

Cybraries: Satellite service points of the City of Riverside Public Library, “cybraries” offer a collection of “virtual” materials found through the library’s online databases, CD-ROM software and the Internet. Current cybraries are located in a shopping center storefront near the corner of Chicago and University Avenues (Eastside Cybrary) and in the Joyce Jackson Community Center at Nichols Park (Nichols Cybrary). The cybraries allow the City to make information and resource materials conveniently available to broader populations at reduced cost, and have proven successful as life-long learning tools. The City looks to build on the success of the cybraries to extend the education continuum and increase learning opportunities for all.

Threshold for Determining Level of Impact

Implementation of the Project will result in a significant impact if the provision of new or physically altered government facilities will be necessary to maintain acceptable service ratios or other performance objectives for public libraries, the construction of which will result in substantial adverse physical impacts.

Environmental Impacts

Development pursuant to Project policies and regulatory standards will result in the addition of up to 38,100 dwelling units and 39.6 million square feet of non-residential construction over the 20-year horizon of the General Plan. Implementation of the Project will result in an increase in population from the new dwelling units in the Planning Area that will place additional demand on existing libraries, potentially requiring new or altered library facilities in the Planning Area. This is a potentially significant impact.

The Riverside Public Library has indicated that City adopted standards for library service are not being met under existing conditions. These standards are listed and analyzed in **Table 5.13-4**. Riverside Public Library standards for library service identified below are reproduced from the Master Plan Study of Libraries, Revised July 1990, and the Board of Library Trustees adopted Strategic Plan, 2000. As indicated by the analysis following each standard, with the exception of Standard 6, adopted library service standards are not being met.⁷

As Table 5.13-4 indicates, current library facilities do not meet existing needs. Even following construction of planned new libraries for Orangecrest and Eastside and the planned expansion of the Arlington Library (additional 8,000 square feet), and the proposed expansion of the Main Library (additional 29,000 square feet), an adverse impact to public library services will remain. Future development pursuant to the Project policies and regulatory standards will increase demand for library services and thus exacerbate the current City library deficiency.

The proposed General Plan includes the following policies, the achievement of and adherence to which will help satisfy demand for library services:

Policy ED-5.1: Provide ample and convenient library facilities.

Policy ED-5.2: Outreach to the community to assess, select, organize and maintain collections of materials and information sources of value desired by the community.

Policy ED-5.3: Partner with the school districts, universities, colleges and community and child centers to operate joint-use learning and information resource centers.

⁷ Auth, Judith M. Library Director, Riverside Public Library. Letter to Rick Brady dated February 25, 2004.

**Table 5.13-4
Riverside Public Library Service Standards**

Service Standard	Existing Conditions	Proposed Conditions
Develop sufficient main and branch library locations to serve all residents within a three mile travel distance.	The areas most recently annexed to the City do not have convenient library service within a three mile travel distance. This is true for the Orangecrest, Alessandro, Canyon Crest and Sycamore Canyon neighborhoods.	Further annexation to the south and north will create additional areas beyond the desired travel distance. New facilities will need to be constructed to meet this standard.
<i>Design branch facilities to serve between 20,000 and 60,000 persons.</i>	Branch libraries are designed at 13,000 square feet which meets the service standard for 21,666 persons. At present there are four branch libraries, none of which is as large as 13,000 square feet and one main library of 60,000 square feet.	New and expanded libraries are planned for the Orangecrest (13,000 sf); Eastside (10,000 sf); and Arlington (additional 8,000 sf) neighborhoods. If built as planned, these would be adequate, per the 0.6 square foot standard, for 201,666 persons. The proposed expansion of Main Library to 90,000 square feet would create library space in the City adequate for 251,666 persons.
<i>Provide 2.0 books per capita served.</i>	The Riverside Public Library collection was reported to the State Library (September 2003) at 492,004 items. Using the May 2003 Department of Finance population for Riverside (274,100), the library system offers 1.8 items per capita.	Meeting the 2.0 items per capita service standard is affected by the limited square footage of the existing libraries and the changing pattern of library collection development whereby a large amount of information is now available through databases. New and/or expanded facilities will need to be constructed to meet this standard.
<i>Provide 0.6 square feet per capita served.</i>	Present library facilities provide 90,000 square feet or 55 percent of the goal of 0.6 square feet per capita.	New and expanded libraries are planned for Orangecrest (13,000 sf); Eastside (10,000 sf); and Arlington (additional 8,000 sf). If built, these would be adequate, according to the 0.6 square foot standard, for 201,666 persons. The proposed expansion of Main Library to 90,000 square feet would create library space in the City for 251,666 persons; not adequate to meet standards for the City's 2003 population (274,100).
<i>Provide a minimum of 8.0 full-time equivalent staff at each branch library.</i>	This standard has not been met in part because of the different sizes of the facilities. La Sierra has 11.15 full-time equivalent staff (FTE) including 3 FTE for Adult Literary Services; Casa Blanca has 8.08 FTE; while, Arlington and Marcy each have 6.48 and 6.51 FTE respectively. In 2003, Riverside Public Library had 2,872 residents per FTE staff.	Implementation of the Project may impact the City's ability to meet this service standard; however, this would not have negative effects on the environment per CEQA.
<i>Have each branch library open a</i>	All branch libraries are currently	Implementation of the Project may

**Table 5.13-4
Riverside Public Library Service Standards**

Service Standard	Existing Conditions	Proposed Conditions
<i>minimum of 57 hours per week.</i>	open 60 hours per week, and the Main Library is open 65 hours a week.	impact the City's ability to meet this service standard; however, this would not have negative effects on the environment per CEQA.
<i>Provide one public access workstation per 2,000 residents.</i>	The Riverside Public Library has met 81 percent of this standard by providing 111 computers between the Main Library, branches, and two cybraries.	Meeting this service standard will require dedication of additional library space for new computers. When considered in conjunction with other service standards, meeting this standard could result in the expansion of existing and/or construction of new library facilities in the Planning Area.

Sources: Riverside Public Library, 2004; Master Plan Study of Libraries, Revised July 1990; and the Board of Library Trustees adopted Strategic Plan, 2000.

Policy ED-5.4: Encourage joint exhibits and functions between the Central Branch of Riverside Public Library, Riverside Municipal Museum and the Museum of the Mission Inn Foundation.

Individual development proposals will continue to comply with existing City standards and practices regarding review of adequacy of library facilities. These standards and practices are:

- Implement CEQA during the development review process for future projects. Analyze and mitigate potential public facility, service, and utility impacts to the maximum extent practicable. For projects that require construction of new public facilities or extension of utilities, ensure that the environmental documentation considers related off-site physical environmental impacts of these activities.
- Continue collection of the Measure C library parcel tax through the tax's sunset date of 2012 as a means of financing future library facilities and maintaining existing facilities.
- Monitor demand for library facilities and consider the implementation of a development impact fee to offset new development's impacts upon library services.

Even after implementation of and adherence to the policies and practices listed above, there is no certainty that an acceptable service standard for library services can be achieved, particularly since the collection of the library parcel tax will cease in 2012 unless extended by voters. The Project does not include any other features that will help the City achieve its service standard for libraries. In order for the City to achieve library service that is deemed "acceptable" by the City's own measurement standards, the City will need to create additional library facilities above those already planned and ensure that facilities have sufficient volumes, hours of operation, staff and other features to ensure compliance with the City's standards – which are not being met under existing conditions. Impact is significant and mitigation is required.

Mitigation Measures

The continued collection of funds through the library parcel tax will work to minimize impact. However, absent any extension of the tax beyond 2012 by voter approval, which is not within the City's ability to control, or absent any other levied fee which would also require voter approval, the City cannot be assured of meeting its established service standards. Another option would be for the City to impose development impact fees that would include a proportion for library services and facilities. However, the potential for this measure to be adopted by the City Council cannot be known, nor is it clear that such a measure would generate funding sufficient to fully fund library service improvements triggered by new development. No other mitigation is considered feasible.

Level of Impact after Mitigation

While continued collection of the Measure C library parcel tax will assist in providing a funding source for library expansion and maintenance, there is no certainty that these funds are sufficient to ensure that library service standards can be achieved in the future. Therefore, project impacts to library service are significant and unavoidable.

The specific environmental impact of constructing new and/or expanded libraries in the Planning Area cannot be determined at this programmatic level of analysis because no specific projects are proposed as part of the Project; however, like the development of other uses allowed under The Project, development and operation of public facilities, such as a library, may result in potentially significant impacts that will be evaluated and addressed on a case-by-case basis when specific projects are proposed. Prior to the construction of new libraries or the expansion of library facilities, the developments will be subject to the CEQA review process.

Other Public Facilities

Environmental Setting

Community Centers

Community centers are often the heart of their communities. They provide space where meetings, workshops, classes, sports and other events can be held. Centers also provide programs that provide recreational and educational activities including sports leagues, training and service programs. The City of Riverside operates a number of community centers, clubhouses and activity centers. Located throughout the City, these facilities act as hubs for the activities of local neighborhoods. Operated by the Parks and Recreation Department, community centers offer a wide range of recreational, educational and human

service programs. Recreational programs include softball and volleyball leagues and fitness and yoga classes. In addition, community centers provide many life enrichment and cultural program such as foreign language classes and music programs. Centers also allow non-profits and private groups to hold special events and meetings. The location of existing community centers is shown in **Figure 5-29**.

Thresholds for Determining Level of Impact

For the purpose of this EIR, a significant impact will occur if implementation of the proposed project creates significant demand for community centers and/or requires or results in the construction of new public facilities or expansion of existing facilities, the construction of which could cause significant environmental effects.

Environmental Impacts

Development pursuant to Project policies and regulatory standards will result in the addition of up to 38,100 dwelling units and 39.6 million square feet of non-residential construction over the 20-year horizon of the General Plan. This increase in development and population generated by the proposed land uses will result in additional demand for community centers over time in the Planning Area. Refer to Section 5.14 (Recreation) for a detailed discussion of recreational resources including community centers.

The proposed General Plan includes several a objectives and policies related to community centers:

Objective PF-10: Meet the varied recreational and service needs of Riverside's diverse population.

- Policy PF-10.1: Provide every neighborhood with easy access to recreation and service programs by decentralizing community centers and programs. Promote the development of shared facilities and satellite offices in each Riverside neighborhood.
- Policy PF-10.2: Work cooperatively with the Riverside Transit Agency to improve transportation services to community centers for those who rely on public transportation, such as seniors, the disabled, and teenagers.
- Policy PF-10.3: Explore innovative funding and development concepts with non-profit groups.
- Policy PF-10.4: Ensure that youth activities and programs are provided or are accessible by all neighborhoods, either in City facilities or through joint-use or cooperative agreements with other service providers.

The City is committed to providing community centers and access to centers to meet needs of existing and future residents. Adherence to the policies listed above will reduce impact to below a level of significance. Individual development proposals will continue to comply with existing City standards and practices regarding review of adequacy of community center facilities. These standards and practices include:

- Implement CEQA during the development review process for future projects. Analyze and mitigate potential public facility, service and utility impacts to the maximum extent practicable. For projects that require construction of new public facilities or extension of utilities, ensure that the environmental documentation considers related off-site physical environmental impacts of these activities.

Adhering to the project policies and City standards/practices listed above will reduce impacts related to community centers below a level of significance at the programmatic level. No further mitigation is required at the programmatic level.

The specific environmental impact of constructing new community centers in the Planning Area cannot be determined at this programmatic level of analysis because no specific projects are proposed; however, like the development of other uses allowed under The Project, development and operation of public facilities, such as a community center, may result in potentially significant impacts that will be evaluated and addressed on a case-by-case basis when specific projects are proposed.

Mitigation Measures

With adherence to and implementation of the above listed General Plan policies, the impact to community centers will be less than significant at the programmatic level. No further mitigation is required.

Level of Impact after Mitigation

With adherence to and implementation of the above listed Project policies and City standards and practices, project impacts to community centers will be less than significant at the programmatic level.

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